

## Message Text

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PAGE 01 STATE 081240  
ORIGIN EB-08

INFO OCT-01 EA-10 ISO-00 CAB-02 CIAE-00 COME-00  
DODE-00 DOTE-00 INR-10 NSAE-00 FAA-00 L-03 SS-15  
NSCE-00 INRE-00 SSO-00 /049 R

DRAFTED BY EB/OA:MMEYERS:MHSTYLES:VLV  
APPROVED BY EB:JLKATZ  
EB/OA - MHSTYLES  
EA/J - DBROWNE  
EB/TRA - JRATWOOD

-----031648 300121Z /63

O 300035Z MAR 78  
FM SECSTATE WASHDC  
TO AMEMBASSY TOKYO IMMEDIATE

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E.O. 11652: N/A

TAGS: EAIR, JA

SUBJECT: CIVAIR - SUSPENSION OF US-JAPAN NEGOTIATIONS

REF: STATE 75651; TOKYO 4941

SUMMARY: JAPANESE HAVE REQUESTED THAT NEGOTIATIONS BE  
SUSPENDED UNTIL AUTUMN AND HAVE EXPRESSED HOPE THAT INTERIM  
AVIATION RELATIONS WILL BE PEACEFUL. FTL SINGAPORE ROUTE  
WILL BE APPROVED IF CAB COMPLETELY WITHDRAWS 213 ACTION  
AGAINST JAL. END SUMMARY.

1. ON MARCH 27, DEPUTY FOREIGN MINISTER TAKASHIMA ADVISED  
USDEL THAT JAPANESE SIDE HAD RECEIVED ITS FINAL INSTRU-  
CTIONS FROM TOKYO ORDERING DELEGATION TO REQUEST ADJOURNMENT  
OF NEGOTIATIONS UNTIL AUTUMN. HE EXPRESSED HOPE THAT BOTH  
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SIDES WOULD REEXAMINE THEIR POSITIONS DURING THE NEXT  
SEVERAL MONTHS AND THAT THIS INTERIM PERIOD WOULD BE AS  
PEACEFUL AS POSSIBLE.

2. TAKASHIMA THEN REFERRED SPECIFICALLY TO THE 1959 AGREED  
MINUTES AND EXPRESSED THE STRONG HOPE THAT THE US SIDE  
WOULD TAKE THE AIRPORT SLOT PROBLEM INTO CONSIDERATION WHEN

APPLYING FOR ANY NEW FREQUENCIES. HE AGAIN PROMISED THE US

A "FAIR" ALLOCATION OF ANY INCREASED SLOTS. HE ALSO REQUESTED THAT THE US TAKE INTO ACCOUNT FOLLOWING POINTS:

(1) REFRAIN FROM FILING ANY SCHEDULE CHANGES REQUIRING MORE THAN THE NUMBER OF SLOTS NOW ALLOCATED US CARRIERS; (2) DESIGNATING ANY NEW AIRLINES, AND (3) ABUSING FIFTH FREEDOM RIGHTS. HE PLEDGED THAT THE JCAB WOULD APPROVE FTL SINGAPORE ROUTE (AND PAA CHICAGO-HOUSTON POINTS) IF THE USCAB PART 213 ORDER AGAINST JAL IS COMPLETELY RESCINDED. HE THEN MADE FOLLOWING STATEMENT: "REGARDING THE AGREED MINUTE OF 1959, THE JAPANESE DELEGATION TAKES THE OPPORTUNITY TO INFORM THE UNITED STATES DELEGATION IN ADVANCE THAT VARIOUS DIFFICULTIES EXIST IN IMPLEMENTING THE PROCEDURES FOR INCREASES OF FREQUENCY STIPULATED IN THE 1959 AGREED MINUTE SO LONG AS PHYSICAL CONSTRAINTS AT JAPANESE AIRPORTS CONTINUE TO EXIST."

3. ASST. SECY. KATZ THANKED THE MINISTER FOR HIS EXPLANATION AND EXPRESSED DISAPPOINTMENT THAT TWO SIDES HAD NOT MADE GREATER PROGRESS. HE AGREED STRONGLY THAT THERE SHOULD BE NO DETERIORATION IN EITHER OUR CIVIL OR BROADER RELATIONS. RE FTL SINGAPORE, KATZ COULD NOT PROMISE THAT, UPON APPROVAL BY JCAB, USCAB WOULD RESCIND ITS ENTIRE PART 213 ORDER BUT WE WOULD RECOMMEND THAT THIS BE DONE. RE NEW SLOTS, KATZ REQUESTED THAT JAPANESE ALLOCATE THEM LIMITED OFFICIAL USE

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"FAIRLY AND EQUITABLY" AS THEY BECOME AVAILABLE. IN THIS REGARD, HE NOTED THAT NW FILED MARCH 27 FOR THREE ADDITIONAL NONSTOP TOKYO-CHICAGO FREQUENCIES BEGINNING IN EARLY JUNE.

4. TWO SIDES AGREED TO ATTEMPT TO DRAFT MEMO OF CONSULTATION SETTING FORTH RESPECTIVE VIEWPOINTS. US PRESENTED A DRAFT TO JAPANESE EVENING OF MARCH 27 WHICH SET FORTH UNILATERAL STATEMENTS BY EACH SIDE REGARDING QUESTIONS WHICH MIGHT ARISE PENDING RESUMPTION OF NEGOTIATIONS. ON 28TH, JAPANESE SAID THAT, UNDER INSTRUCTIONS FROM TOKYO, THEY DID NOT WISH TO PURSUE A JOINT RECORD BECAUSE THERE WAS NO AGREEMENT TO EXPRESS IN SUCH A RECORD. HOWEVER, THEY PROPOSED THAT A MEMORANDUM OF UNDERSTANDING BE SIGNED REFLECTING AN AGREEMENT WITH RESPECT TO THE FLYING TIGER AND PANAM QUESTIONS AND THE WITHDRAWAL OF THE PART 213 ORDERS. USDEL EXPRESSED RESERVATION WITH REGARD TO CONCLUDING A PAPER COVERING ONLY ONE OF THE PENDING ISSUES BUT AGREED TO AWAIT CAB DECISION REGARDING WITHDRAWAL OF ITS PART 213 ORDERS.

5. ON AFTERNOON OF MARCH 29, REMAINING GOVT MEMBERS OF JAPANESE DELEGATION WERE INVITED TO SEE KATZ WHO MADE THE

FOLLOWING ORAL POINTS:

A. UNFORTUNATELY, WE HAVE NOT BEEN ABLE TO CONCLUDE A

PAPER RECORDING OUR RESPECTIVE POINTS OF VIEW, BUT I AGREE THIS WOULD HAVE BEEN A DIFFICULT EXERCISE. HOWEVER, SINCE WE COULD NOT AGREE ON SUCH A PAPER, WE ARE RELUCTANT TO SIGN A PAPER DEALING WITH ONLY ONE OF THE IMMEDIATE ISSUES, I.E., THE FLYING TIGER, PAN AM, AND PART 213 QUESTION.

B. WE HAVE NOTED YOUR ORAL STATEMENT ON THIS QUESTION, AS FOLLOWS:

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C. "I WISH TO ADVISE YOU THAT THE CAB HAS REACHED A DECISION TO VACATE THE PART 213 ORDERS ONCE THE FTL AND PAN AM APPLICATIONS ARE APPROVED. WE ASSUME THAT THE JCAB WILL APPROVE THESE APPLICATIONS IN A FEW DAYS."

D. AT THE SAME TIME, HOWEVER, I MUST NOTE THAT THERE ARE OTHER IMMEDIATE ISSUES WHICH HAVE NOT BEEN RESOLVED AND YOU SHOULD BE AWARE OF OUR VIEWS ON THESE MATTERS. WE WILL IN A FEW DAYS GIVE YOU A PAPER WHICH, IN PART, WILL RESPOND TO THE STATEMENTS MADE BY MR. TAKASHIMA ON MONDAY AND WHICH WILL GIVE OUR VIEWS ON OTHER IMMEDIATE ISSUES.

E. I WANT TO EMPHASIZE, HOWEVER, TWO MATTERS WHICH ARE OF PARTICULAR INTEREST TO THE PRESIDENT, ALTHOUGH YOU SHOULD NOT ASSUME THAT THE OTHER ISSUES ARE LESS IMPORTANT. THESE ARE LOW AIR FARES AND CHARTERS. WE URGE YOU TO APPROVE THE PENDING TARIFF FILINGS. WE DO SO IN PARTICULAR BECAUSE WE HAVE TO NOTE THAT, WHILE JAL HAS SUFFERED NO DAMAGE BECAUSE OF THE PART 213 ORDER, FTL HAS BEEN DAMAGED BY NOT BEING ABLE TO OPERATE ITS SINGAPORE SERVICE FOR THREE MONTHS. REMOVAL OF THE PART 213 ORDER CANNOT, THEREFORE, BE CONSIDERED A FAIR QUID PRO QUO FOR LATE APPROVAL OF THE FLYING TIGER APPLICATION. CHARTER SERVICES ARE ALSO IMPORTANT AND WE URGE YOU TO TAKE STEPS TO PERMIT CHARTER PROGRAMS TO OPERATE PENDING RESUMPTION OF TALKS.

F. WITH REGARD TO RESUMPTION OF NEGOTIATIONS, WE CANNOT ANTICIPATE WHAT THE SITUATION WILL BE WHEN THE TALKS RESUME THIS FALL AND THEREFORE YOU SHOULD NOT ASSUME THAT OFFERS WE MADE IN THIS ROUND WILL NECESSARILY CARRY OVER.

THE ISSUES IN THE NEGOTIATIONS THIS FALL WILL BE INFLUENCED BY A NUMBER OF FACTORS, INCLUDING THE DEVELOP-  
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MENT OF THE SITUATION AT NARITA, AS WELL AS THE EVOLUTION OF OUR CIVIL AVIATION RELATIONSHIP, INCLUDING SUCH MATTERS AS THE RESOLUTION OF THE PENDING AIR FARES APPLICATIONS, THE TREATMENT OF CHARTER REQUESTS, THE ABILITY OF THE U.S. TO EXERCISE ITS RIGHTS UNDER THE EXISTING AGREEMENT, AND THE ALLOCATION OF INCREASED SLOTS AS THEY BECOME AVAILABLE.

6. KITAMURA RESPONDED THAT THE EXCHANGE OF ORAL STATEMENTS REGARDING THE FLYING TIGER/PAN AM/PART 213 QUESTION WAS SATISFACTORY. HE ALSO NOTED WITH SATISFACTION THAT THE

CAB HAD INFORMED THE JAL ATTORNEYS THAT IT WAS NOT THE CAB'S INTENT TO TAKE ENFORCEMENT ACTION AGAINST JAL. TOMITA THEN SAID THAT HE WOULD TELEPHONE JCAB TO ISSUE THE AUTHORIZATIONS TO FLYING TIGER AND PAN AM IMMEDIATELY TO BE EFFECTIVE UPON THE CAB VACATING THE PART 213 ORDERS. WE ASKED THAT EMBASSY TOKYO BE INFORMED BY THE FOREIGN MINISTRY WHEN THIS HAD BEEN DONE SO THAT THE EMBASSY COULD CONFIRM THE ACTION TO THE DEPARTMENT WHICH WOULD IN TURN ADVISE THE CAB. COOPER

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INFO OCT-01 ISO-00 /009 R

66011  
DRAFTED BY:EB/OA/AN:TJROESCH  
APPROVED BY:EB/OA/AN:RABROWN  
-----049562 251804Z /47

R 250709Z APR 78  
FM SECSTATE WASHDC  
TO AMEMBASSY SEOUL

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FOLLOWING REPEAT STATE 81240 ACTION TOKYO DATED MARCH 30, 1978.

QUOTE: LIMITED OFFICIAL USE STATE 081240

E.O. 11652: N/A

TAGS: EAIR, JA

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## Message Attributes

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**Capture Date:** 01 jan 1994  
**Channel Indicators:** n/a  
**Current Classification:** UNCLASSIFIED  
**Concepts:** CIVIL AVIATION, NEGOTIATIONS  
**Control Number:** n/a  
**Copy:** SINGLE  
**Draft Date:** 30 mar 1978  
**Decaption Date:** 01 jan 1960  
**Decaption Note:**  
**Disposition Action:** RELEASED  
**Disposition Approved on Date:**  
**Disposition Case Number:** n/a  
**Disposition Comment:** 25 YEAR REVIEW  
**Disposition Date:** 20 Mar 2014  
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**Disposition History:** n/a  
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**Document Unique ID:** 00  
**Drafter:** MMEYERS:MHSTYLES:VLV  
**Enclosure:** n/a  
**Executive Order:** N/A  
**Errors:** N/A  
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**Litigation History:**  
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**Message ID:** 92d218c9-c288-dd11-92da-001cc4696bcc  
**Office:** ORIGIN EB  
**Original Classification:** LIMITED OFFICIAL USE  
**Original Handling Restrictions:** n/a  
**Original Previous Classification:** n/a  
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**Reference:** 78 STATE 75651, 78 TOKYO 4941  
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**Review Action:** RELEASED, APPROVED  
**Review Content Flags:**  
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**Review Event:**  
**Review Exemptions:** n/a  
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**Review Release Event:** n/a  
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**Subject:** CIVAIR - SUSPENSION OF US-JAPAN NEGOTIATIONS  
**TAGS:** EAIR, JA, US  
**To:** TOKYO  
**Type:** TE  
**vdkgvwkey:** odb://SAS/SAS.dbo.SAS\_Docs/92d218c9-c288-dd11-92da-001cc4696bcc  
**Review Markings:**  
Sheryl P. Walter  
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